

REPORT
OF THE
Executive Committee
OF THE
New York
Civil-Service Reform Association

READ AT THE ANNUAL MEETING, MAY 7, 1885

NEW YORK
PUBLISHED FOR THE
CIVIL-SERVICE REFORM ASSOCIATION
BY
G. P. PUTNAM'S SONS
1885

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SEPTEMBER, 1884.

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REPORT
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EXECUTIVE COMMITTEE
OF THE
NEW YORK
CIVIL-SERVICE REFORM ASSOCIATION,

READ AT THE ANNUAL MEETING, MAY 7, 1885.

IT is again our good fortune to come before the Association with the record of a year of progress. This year, as last, shows the fruit of our labors not only in legislation but in practical administration under the system of which we have been the advocates; an administration of the service which has made clear the bearing of our work to many who could not previously appreciate its value, and which has commended itself to all except those with whose personal interests it interfered, as in accord with the best spirit of the time. If the results actually achieved have not been every thing that could have been desired, they at least are more than could reasonably have been expected.

At our annual meeting upon the 1st of May, 1884, the following officers were elected :

PRESIDENT.

GEORGE WILLIAM CURTIS.

VICE-PRESIDENTS.

BENJ. H. BRISTOW,
CHARLES S. FAIRCHILD,
ROSWELL D. HITCHCOCK,
JOHN JAY,

ROBERT B. MINTURN,
OSWALD OTTENDORFER,
HOWARD POTTER,
ORLANDO B. POTTER.

EXECUTIVE COMMITTEE.

EVERETT P. WHEELER,

EDWARD CARY,	J. HAMPDEN ROBB,
CHARLES COLLINS,	WM. CARY SANGER,
GEORGE WALTON GREEN,	HENRY V. SATTERLEE,
ELIAL F. HALL,	CARL SCHURZ,
JACOB F. MILLER,	FRANCIS M. SCOTT,
F. K. PENDLETON,	WM. H. THOMSON,
GEO. HAVEN PUTNAM,	FRED. W. WHITRIDGE.

At a meeting of the Executive Committee held immediately after the adjournment of the annual meeting, Everett P. Wheeler was re-elected Chairman, William Potts was re-elected Secretary, Alexander Fullerton Assistant Secretary, and John C. Eno Treasurer; and the Standing Committees were re-constituted as follows:

PUBLICATION COMMITTEE.

E. L. GODKIN, CHAIRMAN.

GEORGE WILLIAM CURTIS,	HERBERT H. DRAKE,
CHARLES COLLINS,	HORACE WHITE.

COMMITTEE ON LEGISLATION.

CARL SCHURZ, CHAIRMAN.

THEODORE ROOSEVELT,	EVERETT P. WHEELER,
FRANCIS L. STETSON,	FRED. W. WHITRIDGE.

AUDITING COMMITTEE.

CHARLES COLLINS,	WM. HARMAN BROWN.
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COMMITTEE ON FINANCE.

IRA BURSLEY, CHAIRMAN.

JOHN C. ENO,	D. WILLIS JAMES,
FREDERIC W. FOOTE,	ANSON PHELPS STOKES.

COMMITTEE ON AFFILIATED SOCIETIES.

GEORGE WALTON GREEN, CHAIRMAN.

WILLARD BROWN,	F. B. BARD,
CHAS. STEWART DAVISON,	ALEX. MACKAY-SMITH.

COMMITTEE ON CIVIL-SERVICE EXAMINATIONS.

EDWARD CARY, CHAIRMAN.

CHARLES A. DAVISON,
E. L. GODKIN,CARL SCHURZ,
H. B. B. STAPLER.

At a special meeting held May 21 Mr. Eno resigned, and Mr. Bursley was elected Treasurer in his place. Mr. Wm. Harman Brown failed to qualify, and at the meeting held April 8 Mr. E. F. Hall was substituted in his place on the Auditing Committee. At the meeting held March 4 Dr. Satterlee presented his resignation, and Mr. A. R. Macdonough was elected in his place. Mr. Foote resigned October 1, and on the 12th of November Mr. Merrill was elected in his place.

No new local Associations have been formed within the State of New York during the year. From those existing at the beginning of the year, very inadequate reports have been received, but from that which has been learned it is still safe to say that much the greatest activity is manifested by those in the larger cities—Brooklyn and Buffalo.

At the date of our last annual meeting a bill to make mandatory upon the larger cities the establishment of Civil-Service regulations was pending in the Legislature, and it had at that time been so amended as to exclude from the operation of the rules the Police and Fire Departments and veterans of the late war. For a time it seemed possible that it might be passed in this form, but by good management on the part of our friends and a public exposure of the purpose of this pernicious exclusion, the bill was restored to a satisfactory form and made to apply to all the incorporated cities in the State, and in this shape it was finally passed and signed by the Governor. The cities affected by it contain a population of about 2,500,000, or about one half of the population of the State, and their annual expenditure amounts to between thirty-five and forty millions of dollars, as compared with eight millions of dollars expended by the State Government. A bill prepared by this Association, and intended to put into better form the prohibition

against political assessments, was also pending, and this bill, too, after amendment, was passed and became a law.

During the present session the Association has not thought it necessary or expedient to ask for any legislation. Nearly a dozen bills have, however, been introduced by members of the Senate and Assembly, looking to the modification of the provisions of the Civil-Service laws in one or other particular, and, so far as we have been able to examine them, they are all intended to cripple or destroy the system. Perhaps the most objectionable of these is one introduced in the Assembly by Mr. Earl, of Kings County, which proposes to exempt honorably discharged soldiers or sailors of the late war from any competitive examination for public office. Under existing regulations such candidates are given a preference over all others of the same grade, and they are also relieved from the condition as to age, and from that in regard to physical disability, when such disability does not interfere with their efficiency in the specific work which they are to perform. The effect of the passage of Mr. Earl's bill might be, as it is doubtless intended to be, simply the destruction of the whole system which has been established with so much care. It would make possible the filling of every appointive office in the State (unless it must by law be held by a woman), without reference to the provisions of the Civil-Service regulations. It has the specious color of a measure in the interest of those who did good service in the field, and who therefore deserve well of their neighbors. In fact, however, it is a deliberate insult to these, in that it assumes that they are not fitted, in education, intelligence, and ability, to compete successfully with those who were not in the field; and, on the other hand, it proposes to place a direct obstacle in the path of such veterans as are qualified to compete successfully, but who have attended quietly to their personal affairs and not sought political or party capital, by giving a special, unearned, and undeserved advantage to the personal adherents and hangers-on of the appointing officer. The passage of such a bill would indelibly stamp this Legislature as false to the trust imposed upon it.

It was hardly to be believed that any considerable number of the members would be willing to put themselves on record in its favor. And yet, after having been reported adversely by the Judiciary Committee, it was ordered to a third reading in the Assembly by a majority of the representatives of both parties.

We have thought it well to express ourselves fully in regard to this and other bills of a cognate character, and representatives from the New York and Brooklyn Associations went to Albany to appear by appointment in opposition to them before the Judiciary Committees of the Senate and Assembly. Mr. George Walton Green, a member of this Committee, procured from the Mayor and from the heads of many of the Departments in this city and in Brooklyn expressions of their views, which were generally in strong opposition to any essential modification of the system, and he also prepared an elaborate explanation and argument which was listened to attentively by the Committee, and has since been printed by the Association.

The State Civil-Service Commission, which had already at the time of our last meeting been organized nearly a year, and which had then been conducting examinations for not quite four months, has steadily continued its operations, with the same membership, and having the assistance of the same executive officer, Col. Silas W. Burt. The importance of this fact to the cause of reform both here and elsewhere it is difficult to overestimate; the establishment of a new system is always difficult, but the labor here has been simplified as much as practicable, by being undertaken under the most efficient management. The State Service has been very thoroughly investigated, and examinations have been made of candidates for several important offices, as well as for many minor positions. The first general examination, held at various points throughout the State, was much facilitated by the organization of Boards of Moderators with the assistance of the local Civil-Service Reform Associations.

Among the most gratifying results of the experience of the Commission, the successful examination of candidates

for important positions in the Hudson River State Hospital for the Insane at Poughkeepsie, requiring expert medical knowledge, should be noted. And in this connection it is proper to say that the year's experience has clearly demonstrated the fact that competitive examinations can be made with advantage for many positions which heretofore it has been thought could only be satisfactorily filled through pass examinations. This subject has been treated luminously by one of the Vice-Presidents of the Brooklyn Association, Mr. Edward M. Shepard, himself a member of the Municipal Examining Board of that city, in a pamphlet entitled "The Competitive Test and the Civil Service of States and Cities," which embodies an address read before the American Social-Science Association at its meeting in September last.

The State Commission, and the cause for which it and we are working, owe much to the late Governor of the State, Mr. Cleveland, of whom in its interesting report presented on the 26th of January last it speaks as follows:

"This report would be incomplete if the Commission should fail to refer to the relation of your Excellency's predecessor, Gov. Cleveland, to Civil-Service Reform in this State. As the official head of the system under the law, he has done more than merely to give perfunctory executive assent. His official action and the weight of his influence have alike been affirmatively exerted to promote the reform. The Commission has received from him at all times most courteous consideration, and in its efforts to apply and enforce the law has been sustained by his cordial support from the time of its appointment to the close of his administration. It is only justice to the retiring Governor to say that the successful establishment of Civil-Service methods in the State of New York during his administration, and the acceptance of the reform by the public, are largely due to his intelligent interest in the subject, his fidelity to its principles, and his prompt and courageous action through all the stages of its progress."

During the past month the Commission has been much embarrassed by the conflicting movements of Governor Hill

and Secretary of State Carr, in regard to the appointment of enumerating officers for the State Census. If these officers (of whom there are about 3,000, who are employed for a very brief period) should be examined at all, and upon this point there seems no room for question, it was clear to the Commission that the examination should simply be one to test fitness and should not be made competitive, especially in view of the fact that the time allowed was wholly insufficient for competitive examinations. The Secretary of State held that he was authorized to appoint enumerators at pleasure. The Governor, however, preferred appointment by competition, and as the rules of the Commission derive their authority from his approval, a scheme for competition was prepared. But the Legislature refused to provide for the necessary expense, and authorized the census to be taken under existing laws, for which it made an appropriation. The Governor vetoed the bill upon the ground that it transcended the constitutional requirement, and that it would entail an unconstitutional expenditure. During the controversy the Civil-Service Commission pursued a consistent and constitutional course, deferring, as was its lawful duty, to the authority of the Governor.

Much of the time of the State Commission has necessarily been taken up in assisting to arrange the details of the system which was to be established in the various municipalities of the State under the mandatory act. In this work we also have been able to assist, having been requested by Mayor Edson of this city to investigate and report especially upon the requirements in examinations for service under the Police and Fire Departments. This special matter was undertaken by our Committee on Civil-Service Examinations, of which Mr. Edward Cary is Chairman, which gave it careful attention and prepared an admirable report, which has since been published and widely distributed by the Association. Mr. Edson also appointed Messrs. Everett P. Wheeler, E. L. Godkin, and E. Randolph Robinson of this Association as an Advisory Board, to maintain a general supervision over the examiners and the examinations, and to decide, subject to revision by the Mayor, all

questions arising under the municipal Regulations. These gentlemen have been continued in substantially the same capacity, under the title "Supervisory Board," by Mayor Grace, although he changed entirely the force charged with the direct work of the examinations.

In December, 1884, the Advisory Board made a report to the Mayor which was transmitted to the State Commissioners and is annexed to their report. This gives an account of the operation of the new system during the year, and especially since August 29, 1884, when the new Regulations took effect, and furnishes copies of many of the questions put to applicants.

In response to a resolution passed by the Assembly, on the 3d of March the Supervisory Board made a report to it, covering a statement of the manner in which applications should be made by those desiring positions in the Police and Fire Departments, copies of the blanks used, and a description of the examinations, which are in part intended to test the applicant's mental capacity and acquirements, but are much more largely directed to eliciting his physical qualities, in view of the special employment which he seeks to enter. It being, however, of great importance that a member of the police force should be able to form quickly a proper judgment and to report occurrences correctly, great care has been taken not to overlook the qualities essential in these respects, while obtaining the necessary strength, agility, and endurance.

In closing its report the Board makes some interesting explanatory remarks in regard to the general working of the Civil-Service law and regulations in these two departments, and these, as well as the earlier portions of it, will be found very valuable by those interested in the work, and the whole may be taken as a proof, conclusive to any fair-minded student, of the propriety of some such system for regulating admissions to the force in these important branches of the Service.

This Committee feels that it has the cordial coöperation of Mayor Grace, as it had of Mayor Edson, in the application of the rules, and is satisfied that each month's experi-

ence under them is strengthening their hold upon the fair-minded and earnest officers of the municipal government.

The following letter is a fair indication of the attitude of thoughtful administrators toward the system :

" MAYOR'S OFFICE, NEW YORK, *Feb. 11*, 1885.

" *George Walton Green, Esq.*

" DEAR SIR :

" I have received your note of this date asking me if I favor the exemption of policemen and firemen from the operation of the Civil-Service acts. In reply I would say emphatically that I am opposed to this and all other exemptions from the Civil-Service system. I believe that the system should receive a fair trial, and while I am in favor of making and have endeavored to make the examinations sensible, practical, and directed to the character of the office to be filled, I have never doubted that it will approve itself to the judgment of all good citizens when it is fairly tried. No obstacle should now be placed in its way, and I shall earnestly oppose, so far as I am able, all attempts to destroy its usefulness.

" Yours very truly,

" W. R. GRACE."

The examiners for the Municipal Service at the present time are :

Inspector Thomas Byrnes,
Assistant-Chief Hugh Bonner,
Horace Loomis,
Dr. Charles E. Simmons,
George N. Williams,
John W. Barrow.

Charles H. Woodman is the Secretary, and the office of the Commission is at the City Hall.

All of the cities in the State have now adopted regulations for admission to their service, excepting Hudson, Watertown, Oswego, Rome, Elmira, Schenectady, Newburg, and Lockport, and in some of these cities the service is so limited as to make any general system somewhat difficult of application.

In Brooklyn an excellent system has been very thoroughly

applied, with results shown in an exhaustive report to the Mayor, made by the Examiners on the 26th of December. These results have been in the main exceedingly satisfactory, but, as was anticipated at the outset, here, as elsewhere, experience teaches better than theory, and modifications are made as they are shown to be needed. The most noteworthy change from the scheme first proposed is in the more general use of competitive examinations.

In Buffalo, the City Council failed to make an appropriation to cover the expenses of the Examiners for the current year, and the local Association joined issue with it in the courts, intending to thoroughly test the possibility of the overthrow by such a process of a system established by State law. In a decision since rendered by Judge Daniels of the Supreme Court, the position held by the Association is sustained, and a writ of mandamus was granted to compel the Council to make the necessary appropriation. From this decision an appeal has been taken on the part of the City Council. In the meantime, however, it has sought to accomplish its end by voting an appropriation of \$200 only, in place of the \$1,250 asked for by the Mayor.

It is in this form of a pretended zeal for economy that we are likely in the future to meet our most formidable assailant. During General Grant's administration the refusal of the House to make the necessary appropriation terminated the work of the Commission appointed by him. Those who are engaged in administering the Civil-Service laws should receive the same consideration and compensation as those performing equally arduous and responsible duties in other departments of the Government. Experience already shows that the true economy is to ensure the performance of public duties by competent officers. An ignorant inspector, who could never have passed a Civil-Service examination, neglected his duty in the supervision of an arch in Forty-second Street, in this city. That neglect alone cost the city more than the expense of administering the Civil-Service regulations will amount to in five years.

It is estimated that the whole number of positions brought within the application of the rules as at present established

in the State of New York, is between twelve and thirteen thousand, being in the State Service, 3,600; in New York City, 5,540; in Brooklyn, 1,418; estimated elsewhere, 1,765. As yet no attempt has been made to regulate the employment of ordinary laborers, a matter of great importance, which should be taken up as soon as in other respects the system is working smoothly and satisfactorily. Partly to facilitate the consideration of this question, the Brooklyn Civil List recently published contains for the first time a complete roster of all persons employed by the city in any capacity upon the first of January.

In completing the review of the official work in this State, we are compelled to acknowledge that, while apparently political assessments through the State at large have been greatly curtailed, there is reason to believe that there have been flagrant cases in this city. Proper evidence to convict under the law is difficult to obtain, but our Counsel are still engaged in investigations which they hope will result in furnishing the managing politicians with one or more wholesome examples.

In the State of Massachusetts a comprehensive system has been established, which brings the service of the State and of its several municipalities under the supervision of a single Commission. An experimental scheme for the employment of ordinary laborers has been adopted, in which a simple plan of open registration of applicants is the leading feature, the result of which will be watched with interest.

So far as we are advised, no reformed system depending upon open competition has yet been actually carried into effect in any other State. An unsuccessful attempt was recently made to pass a bill establishing such a system in Indiana, and bills either State or municipal were reported as pending, or proposed, in Maine, Connecticut, New Jersey, Pennsylvania, Maryland, Ohio, Illinois, Wisconsin, Missouri, and California.

The Second Annual Report of the United States Civil Service Commission, comprising a record of the work from Jan. 16, 1884, to Jan. 16, 1885, was submitted to Congress by President Arthur on the 11th of February, accompanied

by a brief message in which he "congratulates the country upon the success of its labors, commends the subject to the favorable consideration of Congress, and asks for an appropriation to continue the work."

From this report, it appears that the Department of Agriculture, and the Post-offices at Minneapolis, St. Paul, Jersey City, and New Haven, had, during the year, been brought within the operation of the rules, which now include not far from 15,000 positions. Examinations had been held in all the States except Oregon and Nevada, and the number still remaining upon the eligible lists from several of the States was so great as to oblige the Commission to postpone for a considerable period the holding of further examinations, and to make a public announcement cautioning applicants against the supposition that numerous discharges are likely to occur, thus making room for new appointments under the rules.

The Commission had not deemed it advisable as yet to ask the President to make further extension of the application of the rules, in view of the small force at its disposal and the desirability of thoroughly organizing the work as it progresses. The time has certainly, however, now arrived when very important extensions should be made.

The report shows that 162 examinations had been held throughout the country, at which 6,347 competitors appeared, of whom 822 were women. Of those who were examined, 4,141, whose average age was nearly 30 years, reached the eligible list. 1,806 of those examined were appointed to positions. Of 5,556 who entered the *general* examinations during the year, 3,920, or more than 70 per cent., had received only a common-school education. Since the Commission began its work eighteen months previous, there had been examined altogether 9,889, of whom 2,322 had received appointments. In view of the oft-repeated charge that the examinations would result in the exclusion of all but college-bred men, the results in an educational point of view are exceedingly interesting, showing as they do that the proportions of the successful candidates who have received simply a common-school education does not vary very greatly from

the proportion of such entering the examinations, being not far from 70 per cent. of the whole. In this connection it is worth while to quote a passage from the last annual message of Governor Cleveland: "The children of our citizens are educated and trained in schools maintained at the common expense, and the people as a whole have a right to demand the selection for the public service of those whose natural aptitudes have been improved by the educational facilities furnished by the State."

The report contains communications from numerous officers concerning the marked benefits arising from the new system, especially in regard to the pressure from applicants. For example, the postmaster at Cincinnati writes that, whereas formerly he often received twenty applications in a day, he now does not have five in a month.

Like the State Commission, the Federal Commission reports a gratifying improvement in the matter of political assessments. Notwithstanding this, it is an undoubted fact that assessments still continue to be made, and to some extent to be responded to: generally in such a manner as to make it difficult to apply the law. The National Civil-Service Reform League began proceedings in special cases at Perth Amboy, New Jersey, at Grand Rapids, Michigan, and at Indianapolis, Indiana, which it was hoped might be prosecuted to a successful issue; but they have all failed, notwithstanding there can be no question as to the infraction of the law. The California Association had an excellent case in the Oakland Post-Office, in which there seems to have been no room for honest doubt, but the Grand Jury ignored the bill. In Washington, where the infractions of the law, directly and indirectly, are supposed to have been most numerous and flagrant, it has been thought that it would be impossible to obtain convictions before the courts. The Federal bill needs some amendment in the clauses relating to assessments, which doubtless will be attempted at the next session of Congress.

Previous to the issue of our last report, bills had been introduced into Congress proposing to repeal the Federal Civil-Service Law. No backward step, however, has been

taken. No new legislation has indeed been there effected, but on the 7th of June the Civil-Service Committee of the House, composed of eight Democrats and five Republicans, unanimously reported against the repeal bills in a document containing the following passage :

"The Committee have diligently investigated the workings of the Commission appointed to execute the law passed by the Forty-seventh Congress, to regulate and improve the Civil Service of the United States, and heartily commend it for its intelligent and efficient administration of this important branch of the Executive power. Since the organization of the Civil-Service Commission, great good has been accomplished in many directions, and a better feeling pervades the dominant public sentiment upon the subject of reform in the Civil Service, inspiring the hope that at no distant day the benefits of similar laws may extend throughout the several States."

During the late session further efforts were made in favor of the passage of our bill for the repeal of the various provisions of the Revised Statutes by virtue of which the terms of very many of the officers appointed by the President, by and with the advice and consent of the Senate, are limited to four years, thereby affording easy opportunity for changes not in the interest of the service or the people, and a large number of petitions were sent in, having upon them many signatures from this city and other parts of the State. In this, however, as in many other matters of importance, nothing was effected.

The transfer of the control of the National Administration to the hands of another party after an interval of many years, in view of past experience, was calculated to excite great concern on the part of those interested in reform. For a long period the mere transfer of one administration to another within the same party has been the signal for a disgusting scramble for office, too often successful at the expense of the public interest ; and when to this tendency was added the great impulse of party pressure, it became a matter of exceeding interest to know how far the growth in public sentiment would be respected. The President-elect saw

fit to express clearly his own views in a letter addressed to Mr. Curtis, as President of the National League, but how far he would be able to carry into practice the views therein expressed remained to be seen. Two months have elapsed since the new administration came into power, and (while the future must speak for itself) we are at the present moment able to congratulate our members and the country upon a more healthy condition of affairs in the matter of appointments to the Federal Service—outside of the Civil-Service rules as well as within—than has existed before for fifty years. The number of changes hitherto made has not been very large, while many of the appointments announced, including, for example, that of Mr. Pearson to succeed himself as Postmaster at New York, and that of Mr. Charles S. Fairchild, a Vice-President and valued member of this Association, as Assistant Secretary of the Treasury, have been of marked excellence. Even such appointments—but few in number—as that of Mr. Higgins, of Baltimore, as Appointment Clerk in the Treasury Department, and some others in the Internal Revenue Bureau, which are plainly violations of sound principles of the public service, have yet had a certain value in calling forth a storm of protests which indicate a most healthy condition of public sentiment, strongly in contrast with that to which years of abuse had made us familiar. It is our sincere hope that the coming months and years may show a strengthening and solidifying of the reform sentiment and a permanent establishment of the reform practice, so that hereafter it will not be thought any more proper to supersede a competent and efficient non-partisan officer at the end of his term, than to remove him during the course of it. It is unquestionably desirable that the incumbents of the Federal offices should not be all, nor nearly all, from one party; but it is neither necessary nor desirable that an adjustment should be made by the removal of competent men with experience, and the appointment of competent men *without* experience, simply because the arbitrary terms for which the first were appointed have expired. The changes resulting from deaths, resignations, and removals for cause will be ample to produce the necessary equilibrium within a

reasonable period, without the use of questionable means which could only tend to prolong the party misconception of the function of the public service. It is certainly to be hoped that at an early date the provision of arbitrary limited terms may be wholly done away with, so that an officer may remain the incumbent of his position just so long as he is fitted for it, and no longer.

The peculiar circumstances of the late political campaign illustrated very vividly the value of the non-partisan character of our organization, and of the provision by which it is precluded from taking a position of advocacy of any party or individual. This character was constantly kept in mind by the officers, and insisted upon throughout the campaign, and every opportunity was taken, both in regard to the matter of political assessments and in all other respects, to make it clear that the Association knew but one interest—that of reform in the Civil Service.

It was not thought necessary last year to address queries to the candidates for the Assembly, but such queries were addressed to candidates for the Mayoralty, the Comptrollership, and the Presidency of the Board of Aldermen, and for Congress. The candidates for city offices generally replied to these, and for the most part replied satisfactorily. But few answers were returned by candidates for Congress. The replies received from such candidates as were subsequently elected have been printed as heretofore.

As usual, the Association was well represented at the annual meeting of the National Civil-Service Reform League, held at Newport, Rhode Island, on the 6th of August. This annual gathering of gentlemen from all parts of the country who are interested in a common cause has upon each occasion proved interesting and instructive, and has done much to insure that adherence to a common plan of action which has been a potent factor in commanding success for the movement.

We have not published any new pamphlet in our regular Series during the year. The movement of our more important documents is approximately shown in the annexed table :

	On hand May 1, 1884.	Printed or bought since May 1, 1884.	Distributed.	Remaining on hand May 1, 1885.
Pamphlet No. 1—Purposes	100		90	10
“ “ 2—The Spoils System	1675		416	1259
“ “ 3—Eaton's Report	383		58	325
“ “ 4—C. S.-R. N. Y. Custom-House	491		251	240
“ “ 5—Term and Tenure of Office	107		21	86
“ “ 5—“ “ “ abridg'd	1575		94	1481
“ “ 7—Danger of an Office-Holding Aristocracy	660		210	450
Report of Ex. Com., May, 1883	1850		526	1324
“ “ May, 1884		2000	1945	55
Daniel Webster on the Spoils System	1500		135	1365
Secretary Sherman's Report	1600		1500	100
What Remains to be Done	250	1000	1175	75
Pearson and Robertson Letters	3200		3100	100
What has been Done in New York and may be Done Elsewhere		47,000	45,000	2000
Report of Committee of House of Represen- tatives		15,000	15,000	—
Cary's Report on the Civil Service of Cities		1000	930	70
“ What is the Civil Service,” etc.		13,500	13,250	250

In addition to the documents enumerated above we have distributed a large number of copies of the Reports of the National and State Committees, and of Mr. Shepard's "Competitive Test," and some other documents not printed by the Association, and have also printed many thousand circulars of various kinds, which have been distributed to the press and otherwise, most of them gratuitously. Among these were a very large number addressed to Federal, State, and city officers and employes, cautioning them in relation to the payment of political assessments.

As it is the intention of the Assistant Secretary, Mr. Alexander Fullerton, to retire shortly from official connection with the Association, not, however, on account of any loss of interest therein, the Secretary desires in this public manner to express to him his own indebtedness and that of the Association, and his appreciation of the service which he has so faithfully rendered. To Thomas G. Killeen, the

clerk in the office of the Association, thanks are also due for years of faithful labor, which have done much to facilitate its operations.

From the Treasurer's report it will appear that during the past year the Association has received less money than during the year preceding, while it has expended somewhat more. We have reason to hope that, during the year just beginning, its needs in this respect will be less than in the year immediately past. The unexpectedly speedy success with which we have met in various directions has largely changed the character of our work, and has almost wholly relieved us of an important portion of it. The public interest in the cause, so widely awakened, is ministered to by an influential portion of the press, and our function as a publishing Association will not hereafter probably be as active as heretofore. No thoughtful person, however, will think of our work as accomplished, or imagine that it will be expedient for us to disband at any early day. It is true that we have effected much in the way of legislation, and also true that we have carried our system into effect as a practical working system in the nation, in the State, and in our cities. But it is also true that this system needs to be perfected in use, and that we have still to meet with perhaps our hardest struggle in maintaining it against the insidious attacks of those who were unable to prevent its establishment, but who care for nothing so much as for its destruction.

The recent action of the New York Assembly is a most significant fact in this connection.

It is a depressing circumstance which yet we are obliged to face, that the character of many of our legislators will probably for years expose us to attempts to undermine the system for selfish purposes. Every bill needs to be watched lest within it lurk some fell design to capture official positions for partisan or personal ends. Our Committee on Legislation must be our reliance to frustrate such schemes as these, and it needs the Association as the exponent of the great moral force by which it will be supported.

Then, too, great as has been the attention given to the subject of reform of the Civil Service, and much as has

been said about it, it is quite clear that our movement has kept pace with the public knowledge of its purpose, and we must yet promote the extension of that knowledge. The communications which reach our office show how great is the desire for information, and our correspondence seeking this information is considerable and likely for a time to increase rather than to diminish. We are naturally looked to for intelligence upon the subject, which we are always glad to give. As a bureau of information, we shall yet see much service.

Finally, the Association will long be needed as the organized expression of the intelligent popular desire for simple business methods in the management of the public business, and for the absolute divorce between this business and party politics. This desire has doubtless always existed, doubtless always will exist, but there is much in the old proverb, "What is everybody's business is nobody's business," and until a body of citizens felt sufficient interest in the cause to come together and make it their *special* business, nothing serious was done. And it must always be remembered that popular movements for reform are much like waves on the sea,—they pass quickly and are gone. An important function of an Association such as this, is to make sure that what is gained during periods of public exaltation shall not be lost during periods of public depression. And this function must be exercised until the new system shall have thoroughly incorporated itself into our national life.

Respectfully submitted,

EVERETT P. WHEELER,

Chairman.

WILLIAM POTTS,

Secretary.

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1884.

May 1. To balance on hand . . . \$4,666 92
 " received for dues . . . \$1,669 00
 " " subscriptions . . . 3,529 25
 To received for documents . . . 110 83
 " " interest from
 Trust Co. 64 04
 _____ 5,373 12

NEW YORK, April 21, 1885.
 Cash in Trust Co. \$1,964 04
 " " bank 476 63
 _____ \$2,440 67

By rent \$464 80
 " salary of Secretary 1,000 00
 " " Assistant Secretary 900 00
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 Washington and Albany 634 09
 By office expenses, including print-
 ing, wages, postage, etc., etc. 4,600 48
 _____ \$7,599 37
 By balance 2,440 67

\$10,040 04

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